



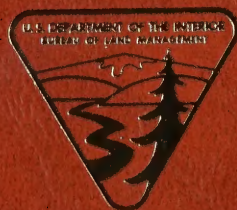
CALIFORNIA INTERCHANGE PROGRAM

Supplemental Analysis Northeast Area

BETWEEN

BUREAU OF LAND MANAGEMENT
CALIFORNIA

FOREST SERVICE
PACIFIC SOUTHWEST REGION



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243
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I58
1985

FS/BLM INTERCHANGE

ANALYSIS OF ALTERNATIVES

IN MODOC COUNTY CALIFORNIA

CALIFORNIA BLM

PACIFIC SOUTHWEST FS

MAY 1985

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SUMMARY

This report analyzes five alternatives to the Forest Service/Bureau of Land Management Interchange proposal in Modoc County, California.

The Interchange proposal and five alternatives considered in this analysis are shown on ~~five~~^{six} maps included in the appendix.

Results of the analysis are:

1. The economic loss to Alturas is from 2.4 to 2.9 million dollars per year under all alternatives except the No Change and Ad Hoc Committee alternatives.
2. Annual savings range from 1.6 to 2.9 million dollars, and implementation costs range from 2.0 to 2.4 million dollars, for the alternatives considered.
3. The Ad Hoc Committee alternative has the least negative employee impact. (59 positions impacted, and 94 to 105 positions impacted under the other alternatives.)
4. The Interchange alternative splits the Big Valley Sustained Yield Unit, and proposes management by both agencies. All other alternatives retain the Unit under Forest Service management.
5. Negative economic impacts caused by closure of the Modoc NF Supervisors Office could be mitigated under four alternatives by relocation of the Susanville District Office to Alturas.

I INTRODUCTION

This report was written to present an analysis of alternatives to the FS/BLM Interchange proposal in Modoc County California. The agencies proposal would result in the elimination of the Modoc National Forest Supervisors Office in Alturas, California. In addition, it would split administration of the Big Valley Sustained Yield Unit between BLM and the FS. Some local residents have objected to the interchange proposal on the basis of adverse local economic impact, and two agency administration of the Sustained Yield Unit.

This report covers alternatives to the Interchange proposal, describes the methodology used in their analysis, and presents the results of analysis.

Six alternatives are considered, including, four new alternatives, an alternative covering the present pattern of administration, and the Interchange proposal. Local community economic, and social impacts are evaluated, along with employee impacts, management cost and savings, public service, and resource management factors.

II SITUATION DESCRIPTION

In January, 1985, the FS and BLM announced plans to prepare detailed implementation plans for an Interchange of management responsibility. Objectives of the Interchange were cost reduction, management efficiency, and enhanced public service. Preliminary analysis of opportunities to meet these objectives resulted in map delineation of Interchange concept lines, showing areas where each agency would have exclusive management jurisdiction. Planning conducted in California by joint agency teams used these concept lines as given and attempted to maximize the attainment of Interchange objectives by reorganizing agency existing resources.

Planning was directed to cover two time frames: actions which could be taken prior to legislation under existing agency authorities, and actions which were proposed to be taken after legislation.

The public and employees were consulted during the planning process. Public participation included 15 public meetings, over 2500 personal contacts, and letters, briefings, and mailings of informational material. Employee participation included employee meetings, briefing sessions conducted locally by the Regional Forester and State Director, or other line manager, group counseling sessions, private counseling sessions, articles in agency newsletters, special news bulletins, and workshops to determine future organization structure and ways to achieve the Interchange objectives.

The public and employee participation process revealed strong support for the Interchange objectives of cost reduction, management efficiency, and enhanced public service. Public participation revealed strong objection to the effects of implementing the Interchange concept lines in Modoc County.

The Interchange proposal would eliminate the Modoc National Forest Supervisors Office in Alturas, because of the transfer of the Warner Mt. and part of the Big Valley Ranger District to BLM. Functions of the present Modoc Forest Supervisors Office would be transferred to the Lassen National Forest Supervisors Office and to the Susanville BLM District Office in Susanville.

Susanville is outside the economic influence zone of Alturas, so negative economic effects would result in the Alturas community because of the loss of 83 federal agency jobs and an attendant reduction of expenditures in the Alturas economic influence area. Conversely, the Susanville area would benefit from increased employment.

Community leaders in the Alturas area reacted to the proposal by organizing an Ad Hoc Committee to develop alternative ways of meeting Interchange objectives, to evaluate the effects of change, and to gain political support for their efforts to maintain the communities economic base. These efforts resulted in the Ad Hoc Committee proposal which is included in the appendix of this report.

The Ad Hoc Committee proposal would reduce federal jobs in the Alturas economic zone by 10, (73 fewer than the agency proposal), and would retain the Big Valley Sustained Yield Unit under FS management. It would also have the effect of substantial workload reduction in the Susanville BLM District Office, to the extent that it would no longer be required as a BLM management unit. This could result in a loss of 53 federal jobs in the Susanville community, and would shift the effects of employment reduction to the Lassen County economic zone. Obviously, there are trade-offs between Alturas and Susanville.

Compared to Alturas, Susanville has a stronger economic base, greater population, and more diversified government and industry operations.

The following table compares FS/BLM employment under three situations:

COMBINED USFS/BLM PERMANENT FULL TIME JOBS

	CURRENT	INTERCHANGE	AD HOC
SUSANVILLE ECONOMIC ZONE (Susanville DO, Lassen SO, Eagle Lake RD, and Eagle Lake RA)	242	275	198
ALTURAS ECONOMIC ZONE (Modoc SO, Warner Mt. RD, Big Valley RD, Devils Garden RD, Alturas RA, Surprise RA)	151	68	142

* Data presented excludes Tule Lake, California employees of the FS Double-head RD as they impact the Klamath Falls, Oregon economic area rather than Alturas, California.

III ALTERNATIVE DESCRIPTION

Alternatives considered in this analysis are described in the following. They are also shown on the maps which have been included in the appendix.

A. NO CHANGE

The Modoc National Forest Supervisors Office has four Ranger Districts: Warner Mt., Big Valley, Devils Garden, and Double-head. The Susanville DO of BLM administers the Surprise, Alturas, and Eagle Lake Resource Areas.

B. MODOC COUNTY AD HOC COMMITTEE PROPOSAL

Under this alternative, the Modoc National Forest Supervisors Office would remain as a viable unit, divided into four Ranger Districts. (Warner Mt, Big Valley, Devils Garden, and Double-head.) The Alturas Resource Area would be abolished leaving the Susanville District Office with two Resource Areas (Suprise and Eagle Lake). Management of the Alturas Resource Area land base would be accomplished by the Warner, Devils Garden, and Big Valley Ranger Districts. The Double-head Ranger District would remain unchanged.

C. BIG VALLEY ALTERNATIVE

This alternative would incorporate the Warner Mt. Ranger District land base into the Alturas Resource Area which would remain in place. Public Lands presently administered by the Alturas Resource area would be reduced by placing the western boundary of the RA at Highway 395. Public Lands west of Highway 395 would be administered by the Devils Garden and Big Valley Ranger Districts of the Modoc National Forest. The Double-head Ranger District would remain unchanged. The Modoc National Forest Supervisors Office would no longer be a viable management unit and the two remaining Ranger Districts would be assigned to the Lassen Forest Supervisor for administration, as with the Interchange proposal.

D. INTERCHANGE ALTERNATIVE

This proposal would abolish the Modoc National Forest Supervisors Office, along with its Warner Mt. and Big Valley Ranger Districts. The Warner Mt. Ranger District and the southern portion of the Big Valley Ranger District would be administered by the Alturas Resource Area. The northern portion of the Big Valley Ranger District would be managed by the Devils Garden Ranger District, and along with the Double Head Ranger District would become units of the Lassen National Forest.

This alternative is described in more detail in the California Interchange Plan.

E. DEVILS GARDEN (EAST)

This alternative abolishes the Warner Mt. and the Devils Garden Ranger Districts and the Modoc National Forest Supervisors Office. The Alturas Resource Area would administer the land base associated with these National Forest units. Lands in the present Devils Garden Ranger District west of Highway 73 would be managed by the existing Double Head Ranger District. Public Lands west of Highway 395 presently managed by the Alturas Resource Area would be managed by the Big Valley Ranger District. Both the Big Valley and Double Head Ranger Dsitriets would be managed as part of the Lassen National Forest.

F. DEVILS GARDEN (WEST)

This alternative would abolish the Modoc National Forest Supervisors Office and its Warner Mt. and Devils Garden Ranger Districts. The Alturas Resource Area would manage those National Forest Lands presently in the Warner Mt. Ranger District, and the eastern portion of the Devils Garden Ranger District. The remainder of the National Forest Lands in the Devils Garden Ranger District would be managed by Double Head Ranger District and the Big Valley Ranger District would administer those Public Lands presently under the Alturas Resource Area lying west of the Big Valley Sustained Yield Unit boundary. The complete Sustained Yield Unit boundary would be within the Big Valley Ranger District. Both the Big Valley and the Double Head Ranger District would be administered as part of the Lassen National Forest.

Another alternative to the Devils Garden West alternative would consist of relocating the Susanville District Office to Alturas.

IV STAFFING PATTERNS

Staffing for each alternative was determined and is displayed below:

Devils Garden re	NO CHANGE	INTERCHANGE	AD HOC **	BIG VALLEY	DG EAST	DG WEST	Alt. 8-15
SUSANVILLE DO	47	57*	(15)	55*	56*	56*	50
EAGLE L. RA	13	13	(23) 17 <i>76 Horse positions</i>	13	13	13	22
ALTURAS RA	12	19	-	18	20	28	28
SUPRISE RA	11	28	13	11	11	11	11
MODOC NF SO	83	-	83 (84)	-	-	-	-
WARNER MT RD	16	-	16 (2)	-	-	-	-
BIG VALLEY RD	16	-	17	18	18	16	16
DEVILS GARDEN RD	13	21	13 (2)	13	-	20	-
DOUBLE HEAD RD	15	17	15	15	20	20	15
LASSEN NF SO	124	146	124	146	146	146	144
EAGLE LAKE RD	43	42	42	42	42	42	42
TOTALS	393	343	355 <i>366</i> <i>38</i>	331 <i>62</i>	326	332	328

* It would be possible to locate the District Office in either Susanville or Alturas.

** District Office location not determined

V ALTERNATIVE ANALYSIS

A. EFFECTS ON THE LOCAL ECONOMY

1. Analysis Concepts and Process

Employment effects of the Interchange Program will be larger than the direct loss of BLM and Forest Service jobs in the local economy. Employment reductions in excess of the direct loss of Federal jobs will occur for two reasons:

- * Federal employees spend a major portion of their "take-home" pay in the local economy, primarily by making purchases from the local retail trade and service sectors of the economy. Spending in these sectors creates additional jobs in the retail and service sectors as well as in locally based businesses that sell goods and services to the retail and service sectors.

- * The Federal government buys goods and services from the local economy (such as office space, fuel, utilities, and contractor services). This spending creates additional jobs primarily in the trade and service sectors as well as in businesses that sell goods and services to these sectors.

Estimates of total employment effects can be made from estimates of BLM and Forest Service job losses with the use of an "employment multiplier" that relates total job losses to BLM and Forest Service job losses. An employment multiplier was developed from the following:

- * Estimates of the proportions of total BLM and Forest Service spending that go for salary and nonsalary purposes.

- * Estimates of the proportions of employee salaries and nonsalary agency spending that are spent in the local economy. For salaries, this meant that total payroll costs had to be adjusted for tax, retirement, and other benefit withholding to determine take-home pay and that take-home had to be adjusted for savings and non-local spending.

- * Data from Regional Industrial Multiplier System (RIMS) developed by the U.S. Department of Commerce relate direct spending in the local economy to total output, earning, and employment in the local economy. RIMS data for the Redding Economic Area, which includes Modoc County and six other counties that make up the local trading region was used. Because there is more interdependency between economic sectors of the economy in this larger area than there are in Modoc County alone, the resulting employment multiplier should be viewed as providing upper bound estimates of employment effects for Modoc county alone.

Use of this procedure yielded an employment multiplier of 2. This means that for each BLM or Forest Service job that is lost, there is an equivalent of 1 additional non-Federal job loss, or a total of 2 jobs lost in the local economy.

Because employees of the Susanville District Office of BLM, the Lassen National Forest Supervisors Office of the FS, and the Double Head Ranger District do not spend appreciable amounts of their take-home pay in Alturas, these units have not been included in the analysis of economic impact.

2. Analysis Results

The analysis process described above was used to estimate economic effects of six alternatives on the Alturas economy, as follows:

ALTERNATIVE	LOSS TO THE ALTURAS ECONOMY FEDERAL JOB LOSS	TOTAL JOB LOSS	ECONOMIC LOSS MM \$
NO CHANGE	-	-	-
AD HOC COMMITTEE	9	18	0.26
BIG VALLEY *	91	182	2.58
INTERCHANGE *	83	166	2.36
DEVILS GARDEN (EAST)	102	204	2.90
DEVILS GARDEN (WEST)	96	192	2.73
DEVILS GARDEN (WEST) (D.O. IN ALTURAS)	40 31	80 62	1.14

*Negative effects on the Alturas community caused by loss of the Modoc NF Supervisors Office could be mitigated under these alternatives by relocation of the BLM District Office to Alturas, reducing the economic loss there by 1.6 M\$. (55 to 57 position, depending on the alternative)

The same analysis process was used to estimate economic effect of six alternatives on the Susanville economy as follows:

ALTERNATIVE	FEDERAL JOB CHANGE	TOTAL JOB CHANGE	ECONOMIC GAIN LOSS MM\$
NO CHANGE	-	-	-
AD HOC	-44	-88	-1.25 (LOSS)
BIG VALLEY	+29	+58	0.82
INTERCHANGE	+33	+66	0.94
DEVILS GARDEN EAST	+35	+70	0.99
DEVILS GARDEN WEST	+35	+70	0.99
DEVILS GARDEN WEST (D.O. IN ALTURAS)	-36	-72	-1.02

The above analysis of economic impact differs from projections of the Modoc County Ad Hoc Committee, which predicts an annual loss to Alturas of \$ 5.5 million. The projections are different because:

1. The agency estimate uses a 1:1 employment multiplier, appropriate to job loss in a rural, non-industrial community, compared to the Committees 5:1 multiplier.
2. The Ad Hoc Committee used the Interchange planning salary level of \$21,500. The above analysis is based on actual Modoc NF employee salaries in April 1985.

B. ADMINISTRATIVE TRAVEL COSTS

There would be differences in administrative travel costs under the various alternatives. The principal item affecting travel cost is increased travel distance between the Forest Supervisors Office and Ranger Districts under four alternatives which place present Modoc NF Ranger Districts under administration of the Lassen Forest Supervisor in Susanville. (Travel time to BLM Resource Areas would not increase under any alternative. It might decrease under the Ad Hoc Committee alternative, depending on the District Office which was selected to administer the remaining Resource Areas.) Relevant travel distances are:

Alturas:	to Cedarville	23 miles
	to Canby	18 miles
	to Adin	40 miles
	to Tule Lake	70 miles

Alturas to Susanville (direct route) 104 miles
Alturas to Susanville (via Canby, Adin) 108 miles

Susanville:	to Cedarville	131 miles
	to Canby	90 miles
	to Adin	68 miles
	to Tule Lake	142 miles

Under the present arrangement, the average Supervisors Office-Ranger District distance is 38 miles. With administration of two Modoc NF Ranger Districts shifted to the Lassen Forest Supervisor, the average Supervisors Office-Ranger District distance is 116 miles, approximately a three time increase.

An analysis was made of FY 1984 vehicle use for 74 vehicles of the Modoc NF fleet, using the Forest Service fleet equipment management data base. The analysis covered the 10 vehicle classes used for transport of personnel. Based on miles driven in 1984, and 1985 use rates, total personnel transport costs are projected to be \$176,847 for FY 1985.

This vehicle usage analysis covers travel between units, as well as travel from Ranger District offices to field project locations on each Ranger District. Only travel between units would be affected by Forest Supervisors Office relocation. Affected travel would consist of travel from the Forest Supervisors Office to Ranger District Offices and project sites, and Ranger District Office to Forest Supervisors Office travel.

Interunit travel is estimated to be one-third of total vehicle use costs. Since interunit distance is increased by a factor of three, with a Forest Supervisors Office in Susanville, travel costs might be increased by \$176,847 per year. No allowance has been made for salary costs since overtime pay is not an usual factor in the management of either agency, and because staffing under each alternative takes into account travel factors. Additional per diem expenses for employees staying overnight have not been added to costs because they would be offset somewhat by daily reductions in travel costs.

(to be written)

C. COMMUNITY SOCIAL FACTORS

Community social factors, are affected by resource outputs since they affect employment, income, educational requirements of workers, and life-styles. Resource outputs would not change under any of the alternatives, since continuation of present levels of management, regardless of managing agency, is an underlying premise of the Interchange.

Community social factors related to resource outputs would be the same under all alternatives.

Loss of a major Federal Office in Alturas would affect community stability because of population changes and resultant impacts on schools, institutions, and services.

D. EMPLOYEE IMPACTS

Employee impacts would vary between the alternatives depending on the number of employee household moves required to implement a target organization for each. The following table shows the number of employees affected; "transferred" means a new job with a household move. Transferred employees and those in abolished positions would be impacted.

EMPLOYEE IMPACTS

ALTERNATIVE	NUMBER OF EMPLOYEES TRANSFERRED	ABOLISHED POSITIONS
-------------	---------------------------------	---------------------

No change	NONE	NONE
Interchange	49	50
Ad Hoc	21	38
Devils Garden East	38	67
Big Valley	32	62
Devil Garden West	36	61
Devils Garden West (D. O. In Alturas)	52	61

Negative employee impacts would take several forms, including psychological impacts of relocation, potential loss of spouse employment and income, increased payment for housing because of higher real estate prices, interest rates on refinancing, or both, sale of real estate in a depressed market, school changes and other adjustments for children, and life style changes.

Potential positive impacts on employees include opportunities for career change and enhancement, and betterment of lifestyles for some employees.

There is another area of impacts which are perceived by some employees. Job transfers to the other agency of the Interchange are perceived by some to be risky in terms of future career advancement, training and personal development. This perception involves a feeling that opportunities are better in ones present agency setting because personnel systems are known better, and personal mentors and networks are established.

The validity of this perception depends upon how well BLM and the FS implement planned programs of interagency reciprocity in filling vacancy announcements and implementation of the necessary personnel changes. Real or not, this is an issue which concerns the affected employees a great deal.

E. PUBLIC SERVICE

Public service involves several factors, including travel time and distance to service points, the number of service points, and the quality and extent of service provided. The extent of service provided at each office would be improved by the Interchange under all alternatives to the present arrangement. This would occur because surface resource management and mineral resource management would be combined into a single agency. Also, elimination of mixed patterns of land jurisdiction by the agencies would make it more likely that certain permits, licenses, and contracts, now requiring duplicate issuance and administration, would be handled by a single agency, thus making it easier for the public to do business.

Changes in travel time to service points will occur under several alternatives. The primary change under three alternatives is to eliminate the Modoc National Forest Supervisors Office in Alturas as a service point for parties needing to do business at the Forest headquarters. These business functions include timber sale bidding, contract negotiations, some special use permit functions, energy leasing (a new function after interchange), and employment inquiries.

Some persons in Modoc County needing to perform these function in the Forest or District headquarters in Susanville would be required to travel up to miles further than under the present arrangement. (Some parties would have no increase, or a decrease, depending on their point of origin.)

In addition, persons needing to do business at Ranger District or Resource Area Offices would be affected by the number of these units available to perform service function. (An exception would be Cedarville, which currently has one office of each agency. Reduction to one office in this community would not adversely affect public services performed at this organizational level.)

F. RESOURCE MANAGMENT

The principal resource management difference between the alternatives would be related to the Big Valley Sustained Yield Unit. The Interchange alternative divides management jurisdiction of the Unit between the Forest Service and the Bureau of Land Management. This would require close coordination of sale offerings between the agencies, would involve a need for two agencies to provide continuity of funding to sustain sale offerings, and would subject the timber purchaser to dual contracting procedures and different contract provisions and language.

Division of the the Unit would make management more difficult for the agencies and would make business relationships more difficult for the timber purchaser.

The five other alternatives presented in this report do not split the Big Valley Sustained Yield Unit between the agencies.

G. IMPLEMENTATION COSTS AND SAVINGS

Approximate cost and savings related to each alternative were determined using guidelines of the Interchange planning process. Results are:

	MM\$ SAVINGS	MM\$ COSTS
NO CHANGE	—	—
INTERCHANGE	2.1	2.4
AD HOC	1.6	2.0
DEVILS GARDEN EAST	2.9	2.3
BIG VALLEY	2.7	2.2
DEVILS GARDEN WEST	2.6	2.3
DEVILS GARDEN WEST (D.O. IN ALTURAS)	2.6	2.5

Should be more because of travel savings, etc.

VI SUMMARY

A summary of the alternative analysis is provided below:

	NO CHANGE	INTERCHANGE	AD HOC	BIG VALLEY	DEVILS GARDEN EAST	DEVILS GARDEN WEST	DO ALTURAS
Loss, Alturas, MM\$	NC	-2.36	-0.26	-2.58	-2.90	-2.73	-1.14
Gain/loss Susanville <i>mm\$</i>	NC	+0.94	-1.25	+0.82	+0.99	+0.99	-0.59
Implementation Cost <i>mm\$</i>	NC	-2.40	-2.00	-2.20	-2.30	-2.30	-2.50
Implementation Savings <i>mm\$</i>	NC	+2.10	1.60	2.70	2.90	2.60	2.60
Travel Cost Increase, MM\$	NC	-0.18	NC	-0.18	-0.18	-0.18	-0.18
Social Factors	NC	NC	NC	NC	NC	NC	NC
Public Service	NC	-----NO	NET	CHANGE-----			
Employee Impacts, #	NC	99	59	94	105	97	102



ALTURAS

SURPRISE

RESOURCE

RESOURCE AREA

AREA

EAGLE LAKE

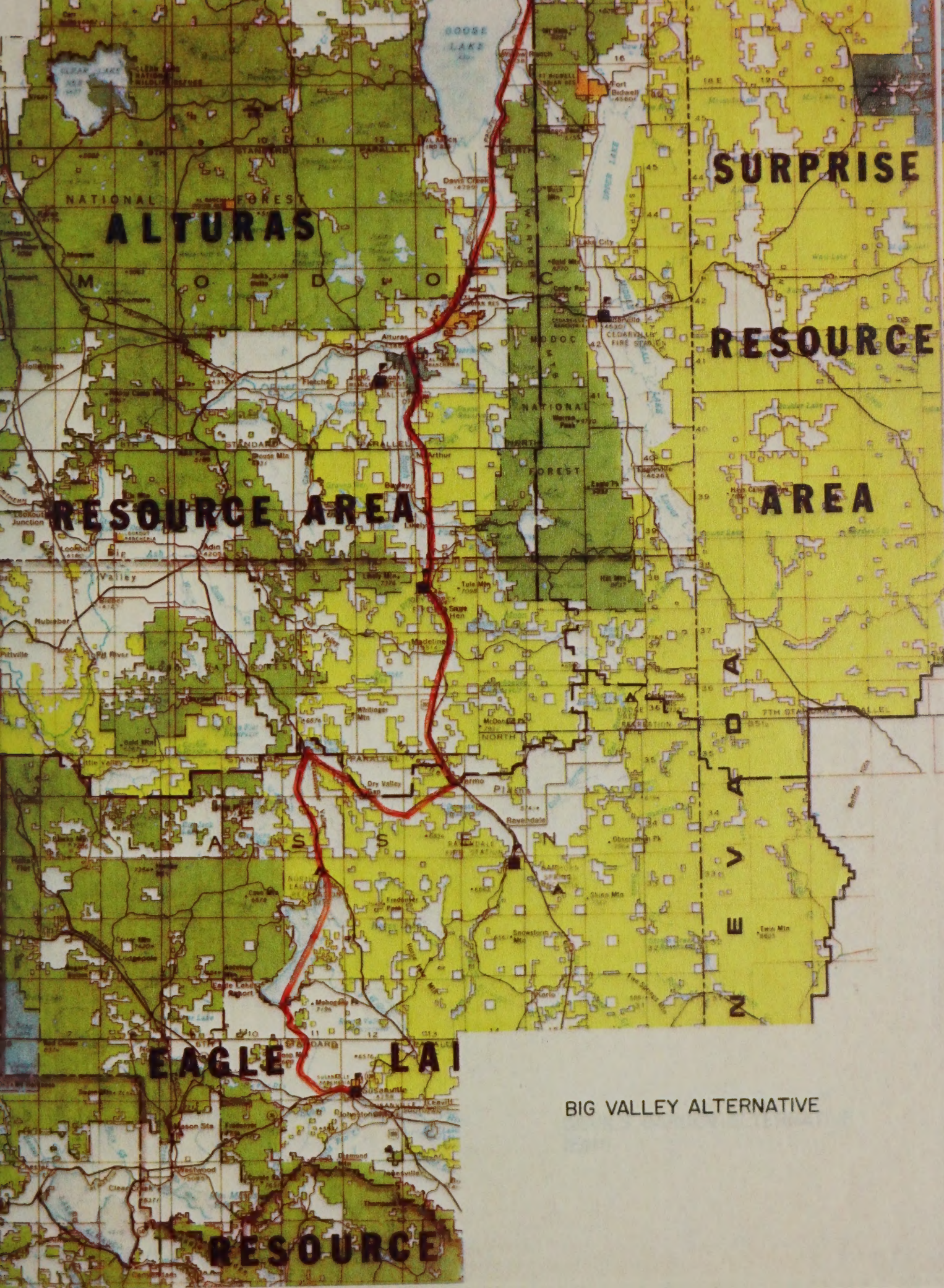
NO CHANGE

RESOURCE

AREA

Q A V E N

AGENCY INTERCHANGE PROPOSAL



SURPRISE

RESOURCE

RESOURCE AREA

AREA

EAGLE LAKE

RESOURCE

BIG VALLEY ALTERNATIVE

AREA

ALTURAS

RESOURCE AREA

RESOURCE

DEVILS GARDEN ALTERNATIVE
(East)



DEVILS GARDEN ALTERNATIVE
(West)

A Critique of Interchange Employment Estimates Developed by Modoc County

Modoc County has put together some interchange employment estimates that differ from those made by the Forest Service and BLM. These estimates differ for a number of reasons:

1. Estimates of Forest Service and BLM job losses in the area differ since preliminary figures were used by the County.
2. The county estimated total county job losses of 450 or six times the loss of Forest Service and BLM jobs alone. The multiplier relationship used by the County was obtained from the California State Department of Commerce and is "based upon actual closures in rural (Ag) areas of Washington, Oregon, and California." If job losses from the interchange were comparable to the closing of an industrial plant or the complete elimination of a government program, a multiplier relationship of this magnitude might be reasonable. However, with the interchange, the outputs from what is now the Modoc National Forest - timber, range, recreation, etc.- would be unaffected by the closing of administrative offices or a reduction in the number of employees. It's the outputs from the Modoc National Forest and the BLM lands that generate most of the jobs in the local economy, not the number of Forest Service and BLM people employed in administrative offices. For the total number of job losses in the local economy to be six times larger than the reduction in Federal employees, outputs (timber, range, recreation, etc.) would also have to be reduced. The multiplier used by the county undoubtedly reflects a situation where both outputs and employment are eliminated during a plant or office closing.
3. The estimates prepared by the Forest Service and the BLM reflect a situation where outputs are maintained while the number of employees and administrative costs are reduced. Based on an analysis of spending patterns by the BLM and Forest Service and existing input-output models maintained by the U.S. Department of Commerce, total County job losses would be double the loss of BLM and Forest Service jobs alone.

Modoc County ad hoc Committee
P.O. Box 1006
Alturas, CA 96101
(916)233-3653 - (916)233-4446

March 18, 1985

Assemblyman Stan Statham
Room 6001, State Capitol
Sacramento, CA 95814

Re: Proposed Federal Land Transfers
Bureau of Land Management/United States Forest Service

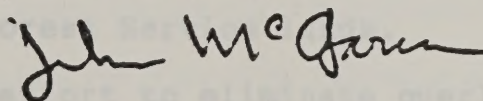
Dear Assemblyman Statham:

This is in regard to the proposed federal land transfer between the Bureau of Land Management and the United States Forest Service and the related socio-economic impact on the residents of Modoc County.

Enclosed for your information is a copy of the Position Statement and Recommendations from the "ad hoc" Committee. We respectfully request that you actively support the Committee's position.

Thank you for your consideration of this matter. If you need further information, please contact me.

Sincerely,



John McGarva, Chairperson
Modoc County ad hoc Committee

JM:mp

Modoc County ad hoc Committee
P.O. Box 1006
Alturas, CA 96101
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Position Statement and Recommendations Regarding Proposed
Bureau of Land Management - United States Forest Service
Land Transfers

Preamble:

Our democracy relies on two key elements: responsible citizens and responsive leaders. The proposed Federal land exchange in Modoc County demands responsible action from both citizens and their elected representatives. The potential for catastrophe to our community's human resources, economic resources, and overall quality of life cannot be ignored.

This committee respectfully appeals to responsive leaders for action.

Position Statement

The ad hoc Committee hereby endorses the following position:

1. We support the concept of helping to reduce Federal deficit spending through more efficient management of Bureau of Land Management and Forest Service lands.
2. We support the effort to eliminate overlapping service areas through well thought out agency land exchanges.
3. The land transfer proposed by Bureau of Land Management Director Robert F. Burford and United States Forest Service Chief R. Max Peterson will have a devastating socio-economic impact on Modoc County.

4. Job reductions caused by closure of the Alturas Forest Supervisors Office would result in a financial loss of approximately 5.5 million dollars annually to the Modoc County community.

5. The past five years has seen Modoc County slide into a fiscal crisis. The mainstay agricultural and lumber industries are experiencing unprecedented ranch and farm foreclosures and mill cutbacks. Real estate sales have dropped over 50%. The United States Forest Service has reduced permanent staff by 21%, temporary staff by 86%. The County unemployment rate is 13.8%. Over 200 permanent, full time jobs have been eliminated in Modoc County since June, 1983.

6. The ripple effect of high percentage economic losses threaten the social fabric of the community. The impact on human lives cannot be measured accurately.

Due to loss of jobs, vital social services will be cut back. Future local education is in jeopardy. As the national commitment for excellence in education is rising, the opportunity for excellence for our schools is being threatened. Senior Citizens will have to face aid reductions, further stretching their fixed income positions. Local hospitals will experience unbearable reduction in staff and services. In short, the most dependent social structures will bear the most burden.

7. The scheme of jurisdiction exchange of federal lands will drastically affect the Big Valley Sustained-Yield Unit.

It would split said unit in half, with the Forest Service and the Bureau of Land Management administering the Sustained-Yield Unit as separate entities. This would certainly frustrate the purpose and intent of Federal law. The exchange also threatens irreparable harm to the citizens of Big Valley and a grievous disservice to the public at large.

8. The Modoc National Forest, which comprises over 50% of Modoc County, has been in existence since 1905. For 80 years the Forest Service has administered the Modoc National Forest as a viable economic unit. The Bureau of Land Management's Alturas district office has been located here less than 10 years and administers less than 10% of the land in Modoc County. It is neither logical nor financially sound to throw away 80 years of proven, successful experience, and in so doing, eliminate the Modoc National Forest. Not only is the present United States Forest Service/Bureau of Land Management exchange proposal ill conceived, it is in direct contradiction to the transfer program guidelines as established by the United States General Accounting Office, Bureau of Land Management Director Robert F. Burford, and United States Forest Service Chief R. Max Peterson. Our proposal follows every element of the guidelines and will insure that the Modoc National Forest will continue operating as a positive resource for all concerned.

Clearly a close look towards a cooperative solution is needed. It must satisfy the legitimate need of the Federal Government for efficient management while insuring the protection of the quality of life for the residents of Modoc County.

Recommendation

The "ad hoc" Committee recommends maintaining the Modoc National Forest in its current historic entirety. It is further recommended that the following alternative be considered:

Include the Bureau of Land Management lands already nearly encompassed by the Modoc National Forest, and those fringe areas adjacent to its eastern edge. This would allow centralization of staff, office efficiency, and reduction in overlapping service areas.

The above recommendation accomplishes the directives outlined by the United States General Accounting Office. This recommendation insures more efficient Federal land management without loss of public service or unbearable socio-economic impact to Modoc County.

John McGarva
John McGarva, Chairperson

3-19-85
Date

Modoc County ad hoc Committee
P.O. Box 1006
Alturas, CA 96101
(916)233-3653 - (916)233-4446

Membership:

John McGarva	Modoc County Schools
Rich Hamel	Modoc County Cattlemens Assn.
Alan Loveness	Western Timber Association Adin Chamber of Commerce
Gary McClellan	Modoc County Chamber of Commerce
Roger Dorris	Alturas City Council
Ronda Crenshaw	Modoc County Farm Bureau
Rick Delmas	Farm Advisor's Office
Glenn Jobe, Jr.	Merchants, Banking
Rob Flournoy	Cattle Industry
Dan Steinhagen	Private Industry Council
John Dederick	Modoc County Board of Supervisors

COUNTY OF MODOC

T.E.A.C.H. DEPARTMENT
110 West Carlos Street
Alturas, California 96101



Training, Employment and Community Help

[916] 233-3111
233-3112

USFS/BLM LANDSWAP

Daniel C. Steinhagen
T.E.A.C.H. Coordinator

PROJECTED EFFECT OF CLOSURE OF USFS MODOC NATIONAL FOREST HEADQUARTERS ON THE ECONOMY OF MODOC COUNTY

Total Jobs (USFS):	95
Total Annual Payroll (Salaries Only):	\$2 Million
Average Salary:	\$21,500
Median Modoc Income (Family of 4):	\$20,300

Net Effect

Jobs Lost: (USFS; adjusted for BLM increase):	75
Annual Salary Lost:	\$1,612,500
Housing Stock Now on Market:	75
Anticipated Increase Due to Transfer	50
Loss of School-Age Children	90

	NET USFS LOSS	MULTIPLIER* EFFECT	NET COUNTY LOSS	TOTAL COUNTY LOSS
Jobs:	75	5:1 ^a	375	450
Retail Sales:	\$740,100 ^a	6:1	\$4,440,825	\$5,180,927
% Total 1984 County Employment	2%		9%	11%
% Total 1984 County retail Sales:	2%		11%	12%
% 1984 Non-Ag Jobs:	4%		19%	23%
Annual Loss in County Revenues (Roads, Schools, General Fund):				\$880,000

*California State Department of Commerce based upon actual closures in rural (Ag) areas of Washington, Oregon and California.

^a Adjusted account for out-of-county expenditures.

Daniel C Steinhagen

Modoc National Forest
 July 30, 1984
 GLENN BRADLEY, Forest Supervisor
 916-233-5811

Topic: Overview of Major Programs

LYLE FARRIS, Administrative Officer

Total Modoc N.F. Budget

FY 1984	\$ 8,436,936
FY 1983	7,993,577
FY 1982	8,966,197
FY 1981	8,065,665
FY 1980	10,014,800
FY 1979	6,770,600

Total Employment in Man years

FY 1984	184
FY 1983	192
FY 1982	210
FY 1981	225
FY 1980	248
FY 1979	234

Number of Temporary/Seasonal Employees

FY 1984	34
FY 1983	44
FY 1982	35
FY 1981	44
FY 1980	121
FY 1979	120

Receipts to Counties (25% fund) from Modoc N.F.

	<u>Modoc(83%)</u>	<u>Lassen(9%)</u>	<u>Siskiyou(8%)</u>	<u>Total</u>
FY 1984 (Projected)	1,343,396	145,669	129,484	1,618,549
FY 1983	\$2,230,225	238,318	207,112	2,675,655
FY 1982	651,635	70,876	63,001	785,512
FY 1981	1,976,295	214,297	190,486	2,381,073
FY 1980	1,343,479	145,678	129,492	1,618,649
FY 1979	3,041,218	329,771	293,129	3,664,113

Total Receipts to Treasure (National Forest Fund)

	<u>N.F.F.</u>	<u>Receipts for 25% funds 1/</u>
FY 1984 (Projected)	\$ 5,174,197	\$ 6,474,197
FY 1983	8,323,802	10,702,619
FY 1982	1,317,762	3,150,048
FY 1981	5,699,637	9,524,314
FY 1980	4,281,380	6,474,600
FY 1979	10,971,920	14,656,474

1/ The right hand column includes funds received on Timber Sales for Reforestation, Timber Stand Improvement work (KV funds) and Timber Purchaser Credit allowed on Timber Sales for roads constructed by the Sale Purchaser. The 25% funds to Counties are based on these figures.

Timber Sale Volumes

FY 1984	52,400 MBF
FY 1983	52,200 MBF
FY 1982	52,678 MBF
FY 1981	60,738 MBF
FY 1980	111,923 MBF (Includes
FY 1979	50,445 51,800 MBF of
	fire and Insect
	Salvage)

Timber Harvest Volume

FY 1984 (Projected)	27,000 MEF
FY 1983 (Projected)	51,480 MEF
FY 1982	22,564 MEF
FY 1981	54,072 MEF
FY 1980	48,215 MEF
FY 1979	81,226 MBF

1983-84 Total Expenditures
as reported on 3-81 EDP 480
Column 2 1983-84 Actual

1983-84 Annual Report of ADA
as reported on Form 3-84-2

Cost per ADA

$$90 \text{ Students} \times \$3,675.44 = \$330,790.00$$

If you have any questions regarding the above information, I will be glad to discuss them with you.

EL/sp

Exhibit C

ADMINISTRATION

MODOC JOINT UNIFIED SCHOOL DISTRICT

BOARD OF TRUSTEES

Bob L. Blancett
President
William G. Shute
Assistant Superintendent
Ken Bushey
Director of Special Education
Robin Martella
Director of Business Services

906 W. 4th Street - Alturas, California 96101
(916) 233-3144

Edward L. Barba
President
John McGarva
Vice-President
Carolyn LeVan
Clerk
Patricia D. Cantrell
Information Representative
Sean R. Curtis
Member

TO: Bob L. Blancett
District Superintendent

FROM: Robin Martella *RM*
Business Services

DATE: March 15, 1985

RE: Cost Per ADA

The following summary of the 1983-84 total expenditures and ADA has been prepared for your review.

1983-84 Total Expenditures	<u>\$4,375,900.00</u>
as reported on J-41 EDP 980	
Column 2 1983-84 Actual	
1983-84 Annual Report of ADA	<u>1,207</u>
as reported on Form J-18-A	
Cost per ADA	<u>\$3,625.44</u>
90 Students X \$3,625.44 = <u>\$326,289.60</u>	

If you have any questions regarding the above information, I will be glad to discuss them with you.

RM/sp

RECEIVED

MAR 15 1985

MODOC JOINT UNIFIED
SCHOOL DISTRICT

1984-85 FOREST RESERVE ACTUAL INCOME
FOR MODOC COUNTY STUDENTS
FROM THE MODOC COUNTY OFFICE OF EDUCATION

3-14-85 LB

TOTAL INCOME \$512,337.41

LESS 15% FOR MODOC COUNTY BOARD
OF EDUCATION \$76,850.61

TOTAL FOR DISTRIBUTION TO DISTRICTS \$435,486.80

VERIFY \$512,337.41

DISTRICT	FACTOR	APPORTIONMENT
MODOC JOINT UNIFIED	0.6219640971	\$270,857.15
TULELAKE BASIN JT. UNIFIED	0.1246040127	\$54,263.40
SURPRISE VALLEY JT. UNIFIED	0.1224920803	\$53,343.68
BIG VALLEY JT. UNIFIED	0.0755015839	\$32,879.94
FALL RIVER JT. UNIFIED	0.0036958817	\$1,609.51
SPECIAL EDUCATION	0.0227032735	\$9,886.98
JUVENILE HALL	0.0290390707	\$12,646.13
TOTALS	1.0000000000	\$435,486.80
VERIFY		\$435,486.80

MODOC COUNTY BOARD OF EDUCATION \$76,850.61

DISTRICTS \$435,486.80

TOTAL APPORTIONMENT \$512,337.41

VERIFY \$512,337.41

MJUSD	1178	0.6219640971
SV	232	0.1224920803
TB	236	0.1246040127
FR	7	0.0036958817
BV	143	0.0755015839
SPEC ED	43	0.0227032735
JUVENILE HALL	55	0.0290390707

TOTAL 1983-84 ADA FOR MODOC COUNTY 1894 1.0000000000

1984-85 ESTIMATED FOREST RESERVE 2nd APPORTIO 10/24/84
 FOR MODOC COUNTY STUDENTS
 FROM THE MODOC COUNTY OFFICE OF EDUCATION

TOTAL INCOME \$114,452.70

LESS 15% FOR MODOC COUNTY BOARD
 OF EDUCATION \$17,167.91

TOTAL FOR DISTRIBUTION TO DISTRI \$97,284.80

VERIFY \$114,452.70

DISTRICT	FACTOR	APPORTIONMENT
MODOC JOINT UNIFIED	0.6219640971	\$60,507.65
TULELAKE BASIN JT. UNIFIED	0.1246040127	\$12,122.08
SURPRISE VALLEY JT. UNIFIED	0.1224920803	\$11,916.62
BIG VALLEY JT. UNIFIED	0.0755015839	\$7,345.16
FALL RIVER JT. UNIFIED	0.0036958817	\$359.55
SPECIAL EDUCATION	0.0227032735	\$2,208.68
JUVENILE HALL	0.0290390707	\$2,825.06

TOTALS 1.0000000000 \$97,284.80

VERIFY \$97,284.80

MODOC COUNTY BOARD OF EDUCATION \$17,167.91

DISTRICTS \$97,284.80

TOTAL APPORTIONMENT \$114,452.70

VERIFY \$114,452.70

MJUSD	1178	0.6219640971
SV	232	0.1224920803
TB	236	0.1246040127
FR	7	0.0036958817
BV	143	0.0755015839
SPEC ED	43	0.0227032735
JUVENILE HALL	55	0.0290390707

TOTAL 1983-84 ADA FOR MODOC COUN 1894 1.0000000000

RECEIVED

MAR 15 1985

MODOC JOINT UNIFIED
SCHOOL DISTRICT
1985-86

TOTALS OF 1984-85 ACTUAL AND ESTIMATED FOREST RESERVE APPORTIONMENTS	1984-5 ACTUAL INCOME	1984-5 ACTUAL WITH 84% REDUCT	LOST REVENUE
MODOC COUNTY BOARD OF EDUCATION	\$94,018.52	\$15,042.96	\$78,975.55
MODOC JOINT UNIFIED	\$341,625.29	\$54,660.05	\$286,965.25
TULELAKE BASIN JT. UNIFIED	\$113,303.91	\$18,128.63	\$95,175.28
SURPRISE VALLEY JT. UNIFIED	\$67,053.41	\$10,728.55	\$56,324.87
BIG VALLEY JT. UNIFIED	\$41,286.42	\$6,605.83	\$34,680.59
FALL RIVER JT. UNIFIED	\$2,037.13	\$325.94	\$1,711.19
SPECIAL EDUCATION	\$12,465.42	\$1,994.47	\$10,470.95
<hr/>			
TOTAL MODOC COUNTY FOREST RESERVE APPORTIONMENT	\$671,790.10	\$107,486.42	\$564,303.68
VERIFY	\$626,790.11	TOTAL MODOC COUNTY F.R \$45,000 FOR TULELAKE, SISKIYOU F.R.	
<hr/>			
MODOC COUNTY LOST INCOME	\$564,303.68	AVG SALARY \$22,000	# OF TEACHERS 25.65

MODOC COUNTY SCHOOLS LOST INCOME FROM DIRECT FOREST RESERVE	\$564,304
LOSS OF PL874 @20 FAMILIES \$1,410 STSATEWIDE AVERAGE	\$28,200
LOSS OF REVENUE LIMIT MONEY \$2,347 X 20 FAMILIES	\$140,820
LOSS TO MODOC COUNTY ROAD DEPT.	\$733,324
LOSS IN SALARIES @30X\$35,000	\$564,304 SCHOOLS LOSS
LOSS TO MODOC COUNTY BASED ON THIS YEARS INCOME WHICH IS LESS THAN THE APPROXIMATELY \$938,422 FIVE YEAR AVERAGE	\$1,050,000
	\$2,347,627
	X10
	\$23,476,274
WE WOULD EXPECT AN AVERAGE LOSS PER YEAR OF:	\$788,274

SUMMARY

1. ESTIMATED LOSS IS AN AVERAGE \$788,000 PER YEAR.
2. 1984-85 LOSS WOULD BE BETWEEN \$564,000 AND ALL OF THE RECEIPTS SINCE MODOC NATIONAL FOREST SPENDS MORE THAN IT TAKES IN BY \$2,000,000.
3. ESTIMATED 1985-86 RECEIPTS ARE \$500,000.
4. THE PERCENTAGE OF TIMBER RECEIPTS IN ALL SCHOOLS VERSUS STATE, FEDERAL AND LOCAL INCOME IS 12.87%.
5. WE WOULD EXPECT TO LOSE ALL RECEIPTS.
5. AT AVERAGE INCOME LEVELS WE WOULD EXPECT TO LOSE 36 TEACHERS OUT OF 130 OR 28% OF THE INSTRUCTIONAL STAFF OF THE COUNTY.

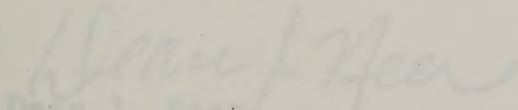
Dear John:

At your request I polled the members of the Modoc Listing Service at our regular weekly meeting to determine overall real estate activity in our community today relative to levels of business in 1980.

Estimates by brokers range as high as a 60% decline in both dollar volume and number of annual real estate transactions. The lowest estimate was a 30% loss in activity annually. This period of time has seen the closing of three real estate brokerage offices of the ten existing in 1980, and the loss of a number of salespeople as well.

All classes of real estate have declined substantially in price since 1980 with numerous individual properties still on the market after two and three years without a buyer. The proposed Forest Service/Bureau of Land Management land trade has immobilized the few prospective home buyers in the Alturas area.

Sincerely yours,



Dean J. Neer
Member, Modoc Listing Service

DN:cn

(916) 233-4633

DEAN NEER REALTY P.O. BOX 1887 ALTURAS, CALIFORNIA 96101

March 15, 1985

To: Modoc County ad hoc Committee
P.O. Box 1006
Alturas, CA 96101

Attention: Mr. John McGarva

Dear John:

At your request I polled the members of the Modoc Listing Service at our regular weekly meeting to determine overall real estate activity in our community today relative to levels of business in 1980.

Estimates by brokers ranged as high as a 60% decline in both dollar volume and number of annual real estate transactions. The lowest estimate was a 50% loss in activity annually. This period of time has seen the closing of three real estate brokerage offices of the ten existing in 1980, and the loss of a number of salespeople as well.

All classes of real estate have declined substantially in price since 1980 with numerous individual properties still on the market after two and three years without a buyer. The proposed Forest Service/Bureau of Land Management land trade has immobilized the few prospective home buyers in the Alturas area.

Sincerely yours,

Dean J. Neer
Dean J. Neer
Member, Modoc Listing Service

DN:cm

Memorandum

To : John McGarva:

Date : 3-15-85

File No.:

From : Employment Development Department

Subject: Request for information:

The unemployment rate for Modoc Co. for January 1985 was 13.8%. We have not received the rate for February 1985, but based on historical data I would expect it to be 15% to 15.5%.

In conjunction with the Modoc Co. TEACH office we reviewed a listing of all employers in Modoc County, both public and private. The result was that we were able to determine that there had been a loss of over 200 full time, permanent jobs in this county since June of 1983.

If I can be of any further assistance please feel free to contact me.

Carolyn LeVan

Carolyn LeVan, Manager
Employment Development Department
P.O. Box 1847
Alturas, Ca. 96101
(916) 233-4131

ADDENDUM 1

President Ronald Reagan
The White House
1600 Pennsylvania Avenue, N.W.
Washington, D.C. 20500

Robert F. Burford, Director
Bureau of Land Management
C Street between 18th and 19th Streets, N.W.
Washington, D.C. 20240

R. Max Peterson, Chief
United States Forest Service
South Agriculture Building
Independence Ave. between 12th and 14th Streets, S.W.
Washington, D.C. 20250

Senator Pete Wilson
Senate Office Building
Washington, D.C. 20510

Senator Alan D. Cranston
Senate Office Building
Washington, D.C. 20510

Senator Mark O. Hatfield
322 Hart Senate Office Building
Washington, D.C. 20510

Senator Bob Packwood
145 Russell Senate Office Building
Washington, D.C. 20510

Senator Morris Udall
U.S. House of Representatives
Washington, D.C. 20515

Senator Paul Laxalt
U.S. House of Representatives
Washington, D.C. 20510

Congressman Norman Shumway
1203 Longworth House Office Building
Washington, D.C. 20515

ADDENDUM 2

A. Include the Bureau of Land management lands already nearly encompassed by the Modoc National Forest, and those fringe areas adjacent to its eastern edge. This would allow centralization of staff, office efficiency, and reduction in overlapping service areas.

B. In addition, include the Bureau of Land Management Cedarville Resource Area in the Modoc National Forest. This would completely centralize staff management, centralize land management, guarantee office efficiency, and eliminate all overlapping service areas.

As indicated in the Bureau of Land Management lands already
nearly encompassed by the Hoback National Forest, and those
lands areas adjacent to the eastern edge. This would allow
centralization of staff, office efficiency, and reduction in
overlapping service areas.
In addition, include the Bureau of Land Management
Cedarvale Resource Area in the Hoback National Forest. This
would completely centralize staff management, centralize land
management, guarantee office efficiency, and eliminate all
overlapping service areas.

BLM Library
Bldg. 50
Denver Federal Center
P.O. Box 25047
Denver, Colorado 80225



